

Message Text

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ACTION EB-07

INFO OCT-01 AF-06 ARA-06 EUR-12 EA-06 NEA-10 IO-10 ISO-00

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TAR-01 TRSE-00 PRS-01 SP-02 FEAE-00 OMB-01 OIC-02

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FM AMEMBASSY LONDON

TO SECSTATE WASHDC IMMEDIATE 2861

INFO AMEMBASSY CANBERRA

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AMCONSUL RIO DE JANEIRO

AMCONSUL SAO PAULO

AMEMBASSY BUJUMBURA

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E.O. 11652: N/A

TAGS: ETRD,EAGR,OCON

SUBJECT: COFFEE NEGOTIATIONS: WRAPUP OF THE 26TH
SESSION OF THE ICC

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REF: (A) LONDON 10709, (B) SECSTATE 145683

SUMMARY: THE 26TH SESSION OF THE INTERNATIONAL COFFEE
COUNCIL (ICC), CONVOKED TO PURSUE NEGOTIATIONS TOWARD
A NEW INTERNATIONAL COFFEE AGREEMENT (ICA), ENDED LATE
SUNDAY AFTERNOON, JULY 13, WITHOUT REACHING FINAL AGREE-
MENT ON ANY TEXTUAL PROVISIONS. NEVERTHELESS CONSIDER-
ABLE PROGRESS WAS MADE TOWARD AGREEMENT ON MANY KEY

PRINCIPLES, HOPEFULLY SMOOTHING THE WAY FOR THE NEXT ICC NEGOTIATING SESSION, SCHEDULED FOR OCTOBER 27-NOVEMBER 14, 1975. US OBJECTIVES LISTED IN REF (B) WERE SUBSTANTIALLY INCORPORATED IN THE MAJOR DOCUMENT PRODUCED BY THE CONFERENCE, THE REPORT OF THE CONTACT GROUP (REF A). DIVISIVENESS AMONG THE PRODUCER GROUP OVERSHADOWED THE THREE-WEEK MEETING, WITH ALLOCATION OF MARKET SHARES AMONG PRODUCERS THE KEY ISSUE. WITH THIS PROBLEM LEFT UNSOLVED, THE BALL REMAINS SQUARELY IN THE PRODUCERS COURT FOR THE NEXT SESSION. ON BALANCE, USDEL FEELS THAT THIS SESSION WITH THE AMOUNT OF CONSENSUS REACHED, WAS ABOUT AS SUCCESSFUL AS COULD HAVE BEEN REASONABLY EXPECTED. END SUMMARY

1. THE 26TH SESSION OF THE ICC, WHILE ACCOMPLISHING SOMEWHAT LESS THAN MANY HAD HOPED, NEVERTHELESS ACHIEVED ABOUT ALL THAT COULD BE REASONABLY EXPECTED OF IT. MAJOR WORK OF THE SESSION WAS FORMALIZED WITH APPROVAL AS A LAST ORDER OF BUSINESS OF RESOLUTION 279. THIS RESOLUTION TOOK NOTE OF THE REPORT OF THE CONTACT GROUP -- CONSISTING OF FOUR CONSUMERS AND THREE PRODUCERS (REF A) -- WHICH HAD BEEN FORMED A FEW DAYS EARLIER IN A SUCCESSFUL EFFORT TO MOVE THE CONFERENCE OFF DEAD CENTER. THE CONTACT GROUP'S REPORT IS NOT BINDING BUT IT DOES REPRESENT CONSIDERABLE PROGRESS TOWARD AGREEMENT ON MANY ESSENTIAL ELEMENTS OF A NEW ICA AND SHOULD PROVIDE FIRM UNDERPINNINGS FOR THE NEXT ROUND OF NEGOTIATIONS. THE OPERATIVE PORTION OF RESOLUTION 279 INSTRUCTS THE EXECUTIVE DIRECTOR OF THE INTERNATIONAL COFFEE ORGANIZATION (ICO) TO PREPARE DRAFT TEXTS IN THE LIGHT OF THE CONTACT GROUP REPORT FOR CONSIDERATION AT THE NEXT NEGOTIATING SESSION. AN AMENDMENT TO RESOLUTION 279 OFFERED BY UGANDA AND ACCEPTED, LIMITED OFFICIAL USE

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POINTED UP THE BASIC ISSUE OF THE 26TH SESSION, I.E., THE INABILITY OF PRODUCERS TO AGREE AMONG THEMSELVES ON MARKET ALLOCATION. THE AMENDMENT NOTED THAT TREATMENT OF THIS SUBJECT WAS DEFERRED IN THE CONTACT GROUP IN

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FM AMEMBASSY LONDON

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INFO AMEMBASSY CANBERRA

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ORDER FOR THE PRODUCERS TO EXAMINE THE SUBJECT PRIOR TO
THE NEXT NEGOTIATING SESSION AND REQUESTED PRODUCERS TO
CARRY OUT SUCH EXAMINATION IN ORDER TO BE ABLE TO SUBMIT
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PROPOSALS TO THAT SESSION.

2. THE UGANDAN AMENDMENT, WHILE LESS THAN ACCURATE AS
AN HISTORICAL RECORD, IS A GOOD STATEMENT OF THE PRESENT
STATE-OF-PLAY. IN AN ALL NIGHT MEETING BEGINNING ON
SATURDAY, REPRESENTATIVES FROM BRAZIL, OAMCAF AND COLOM-
BIA HAD WORKED OUT A MARKET SHARE FORMULA, ONLY TO HAVE
THE RESULTS ATTACKED DURING THE SUNDAY PLENARY BY
GUATEMALA, ETHIOPIA, INDONESIA, HAITI, INDIA, SIERRA
LEONE, RWANDA, KENYA, TANZANIA, HONDURAS, UGANDA,

NICARAGUA AND PAPUA NEW GUINEA. DEBATE OSTENSIBLY WAS ON ACCEPTANCE OF RESOLUTION 279, BUT ACTUALLY FOCUSED, LARGELY TO THE NEGLECT OF THE ITEMS COVERED BY THE CONTACT GROUP, ON RESENTMENT BY THE SMALL PRODUCERS OF THE LARGE. THIS GROUP OF PROTESTERS WAS IN NO SENSE UNITED IN ANYTHING BUT DISGRUNTLEMENT. FOR EXAMPLE, INDIA TOOK ISSUE WITH UGANDA, POINTING OUT THAT, AS A MOST SEVERELY AFFECTED NATION UNDER THE UN DEFINITION, ITS INTEREST IN COFFEE EARNINGS, SMALL AS THEY WERE, WAS EVERY BIT AS IMPORTANT AS THE INTERESTS OF THOSE COUNTRIES HEAVILY DEPENDENT UPON COFFEE EXPORTS. IN ONE WAY OR ANOTHER, HOWEVER, ALL FELT THAT THIS BIG THREE FORMULA AND OTHER ARRANGEMENTS THAT THE BIG PRODUCERS MIGHT WORK OUT AMONG THEMSELVES POSED THE POSSIBILITY OF INJURY (IBC PRESIDENT CALAZANS TOLD US THAT THE OAMCAF PARTICIPANT IN THE ALL NIGHT SESSION, MINISTER SAWADOGO, SUBSEQUENT TO THAT SESSION HAD ALTERED THE AGREED UPON FORMULA WITH THE RESULT THAT SEVERAL OF THE SMALLER AFRICAN NATIONS WOULD HAVE INDEED BEEN PENALIZED). AGAINST THIS BACKGROUND, THE UGANDAN AMENDMENT WHICH RECOGNIZED THAT NO COMPROMISE WAS POSSIBLE DURING THE 26TH ICC BUT THAT ONE MUST BE REACHED BEFORE THE NEXT NEGOTIATING SESSION, WAS GREETED WITH RELIEF.

3. USDEL EVALUATION OF 26TH SESSION: THE REPORT OF THE CONTACT GROUP TRANSMITTED BY REF (A) RECOGNIZED PRACTICALLY ALL CONSUMER OBJECTIVES AS STATED IN THE TWO CONSUMER PAPERS TABLED JULY 5 AND 9 (LONDON 10363; 10459). WITH REGARD TO THE US POSITION AS SET FORTH IN PARAS 5 THROUGH 8 OF REF (B), FOLLOWING ACCOMPLISH-LIMITED OFFICIAL USE

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MENTS WERE MADE:

(A) 1968 ICA AS BASIS FOR NEGOTIATIONS -- TACITLY ACCEPTED BY ALL PARTICIPANTS AT START OF MEETING. CONSUMERS MADE EXPLICIT REFERENCE TO BUILDING UPON THE 1968 AGREEMENT IN THEIR PAPERS.

(B) UNDERSHIPMENTS AND SHORTFALLS -- STATEMENT IN PARA 3 OF REF. (A) WAS RESULT OF BRAZIL INSISTENCE (SUPPORTED BY OTHER PRODUCERS WITHOUT EXPORT MONOPOLIES) THAT IT COULD NOT AGREE TO A PENALTY PROVISION SINCE THE BRAZILIAN COFFEE INDUSTRY IS IN PRIVATE HANDS AND THE GOVERNMENT CANNOT FORCE SHIPMENT (AS CONSUMERS CANNOT GUARANTEE PURCHASE). PRODUCERS WELL AWARE OF IMPORTANCE TO CONSUMERS OF SOME PROVISIONS TO MORE NEARLY EQUATE SUPPLY TO QUOTA LEVELS AND OTHER FORMULATIONS MAY PROVE NEGOTIABLE. CONTACT GROUP REPORT ACCEPTED PENALTY FOR

UNDECLARED SHORTFALLS.

(C) FLEXIBLE COUNTRY QUOTAS -- CONCEPT ACCEPTED BY MAJORITY. BASING QUOTAS IN PART ON STOCKS IS TROUBLE-SOME FOR MEMBERS SUCH AS GUATEMALA AND PAPUA NEW GUINEA (WHICH BECAME A MEMBER IN ITS OWN RIGHT THIS SESSION) SO SOME MODIFICATION OF THE STRICT FORMULA NOTED IN THE CONTACT GROUP REPORT MAY BE NECESSARY, PERHAPS SHIFTING EMPHASIS MORE TO RECENT EXPORT PERFORMANCE.

(D) INTERNATIONAL GUARANTEE STOCK -- THIS MATTER WAS LEFT PENDING FURTHER DISCUSSION. AN EFFORT TO EXAMINE TECHNICAL FEASIBILITY WAS INCONCLUSIVE.

(E) AUTOMATIC SUSPENSION OF QUOTAS -- THE PRINCIPLE AND WHAT APPEARS TO BE A WORKABLE MECHANISM WERE ACCEPTED BY THE CONTACT GROUP, WITH THE UNDERSTANDING THAT THE ARITHMETIC UNDER THE SUGGESTED SUSPENSION MECHANISM MIGHT NEED FURTHER REFINEMENT. MAJOR ISSUE HERE WAS PROVISION FOR AUTOMATIC SUSPENSION OF CONTROLS AFTER QUOTA SUSPENSION. CONSUMERS MAINTAINED THAT SUSPENSION

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OF CONTROLS WOULD HAVE TO BE AUTOMATIC UNLESS CONSUMERS
WILLING AT THAT TIME TO CONTINUE THEM IN FORCE. THIS
WOULD AVOID SITUATION OF CONSUMERS BEING OBLIGED
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CONTINUE CONTROLS SHOULD PRODUCERS UNILATERALLY
ESTABLISH THEIR OWN QUOTA SYSTEM OUTSIDE THE AGREEMENT
(AS IN 1972). WHILE DENYING ANY INTEREST IN SUCH ACTION,
THE PRODUCERS ACCEPTED THE CONSUMERS' POSITION IN PRIN-
CIPLE BUT TIME PRECLUDED AGREEMENT ON DETAILS OF
SUSPENSION MECHANISM.

(F) PROCESSED COFFEE -- CONSULTATIONS HAVE BEEN
HELD WITH BRAZIL AND A MUTUALLY SATISFACTORY PROVISION
SEEMS LIKELY.

(G) INDICATOR PRICES -- THE PRINCIPLE WAS ACCEPTED
BUT NO WORK ON MECHANISMS WAS ATTEMPTED.

(H) PRICE LEVELS AND INDEXATION -- PARA 5 IN THE
CONTACT GROUP REPORT MORE THAN FULFILLS US OBJECTIVES.
ARTICLE 27 OF WORKING PAPER 75 REFERS TO SUGGESTED TEXT
TO SUBSTITUTE FOR ARTICLE 27 UNDER THE 1968 ICA BEFORE
THE ECONOMIC PROVISIONS WERE DROPPED. THIS TEXT WAS
LARGELY UNACCEPTABLE BY CONSUMERS. THE TEXT SUGGESTED
BY THE CONTACT GROUP FOR PARAS (2) AND (3) OF ARTICLE
27, WHICH WAS DRAFTED BY BRAZIL, NOT ONLY AVOIDS RE-
REFERENCE TO ANY SPECIFIC FLOOR PRICE IN THE AGREEMENT,
BUT GETS AROUND IDENTIFYING A GENERAL PRICE REFERENCE
(E.G., "THE GENERAL LEVEL OF PRICES OF 1962") AS WELL.

PARA (1) OF ARTICLE 27 REMAINS VIRTUALLY IDENTICAL WITH 1968 TEXT. THE WORDING FOR CRITERIA TO BE CONSIDERED IN ESTABLISHING AND ADJUSTING PRICE BRACKETS ALSO SUGGESTED IN PARA 5 AVOIDS MENTION SUCH CONTENTIOUS ISSUES AS INDEXATION AND CURRENCY PARITIES.

4. FINALLY, BY THE END OF THE MEETING, THE OUTBURST BY BRAZIL AGAINST THE CONSUMER PAPER (LONDON 10567) WAS QUICKLY FORGOTTEN AS THE CONTACT GROUP GOT DOWN TO SERIOUS WORK. CORDIAL BILATERAL RELATIONS BETWEEN THE U.S. AND BRAZILIAN DELEGATIONS WERE UNINTERRUPTED. THE STRONG REACTION BY IBC PRESIDENT CALAZANS APPEARS TO HAVE BEEN MORE A FUNCTION OF BRAZIL'S INABILITY TO WORK OUT AGREEMENT AMONG PRODUCERS AND A MOMENTARY BELIEF THAT THE CONSUMER PAPER WAS A DELIBERATE EFFORT TO PLAY INTO THE HANDS OF THE SMALLER PRODUCERS RESISTING LIMITED OFFICIAL USE

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BRAZIL. WE THINK THAT THIS BLOWUP AND THE SUBSEQUENT CONFRONTATION ON SUNDAY BETWEEN THE LARGER AND SMALLER PRODUCERS (BRAZIL EXERCISED REMARKABLE FOREBEARANCE IN NOT RESPONDING TO THE PROTESTERS) PROBABLY WAS USEFUL IN UNDERLINING THE FACT THAT A COMMODITY AGREEMENT WITH QUOTAS INVOLVING MARKET SHARING IS NOT POSSIBLE WITHOUT SOME SACRIFICE ON THE PART OF ALL PRODUCERS. AS CALAZANS HIMSELF LATER CHARACTERIZED IT, "YOU CAN'T PUT A QUART OF MILK IN A PINT BOTTLE." MOST LIKELY, THE PRODUCERS WILL BE WILLING TO GET DOWN TO BUSINESS IN OCTOBER.

5. AT THE END OF THE 26TH ICC USDELEGATE INGERSOLL ANNOUNCED HIS RETIREMENT FROM GOVERNMENT SERVICE AFTER MORE THAN TEN YEARS OF INTIMATE CONNECTION WITH COFFEE MATTERS. THIS ANNOUNCEMENT WAS MET WITH A SPONTANEOUS TRIBUTE BY COLOMBIA, GUATEMALA, EL SALVADOR AND MEXICO SPEAKING FOR THE PRODUCERS, THE NETHERLANDS FOR THE CONSUMERS, AND THE ICO EXECUTIVE DIRECTOR FOR THE SECRETARIAT STAFF. UGANDA (MOSOKO) BROKE RANKS WITH OTHER SPEAKERS "NOT TO PRAISE JOHN INGERSOLL FOR HIS GOOD WORKS BUT TO CONDEMN HIM -- FOR DESERTING US WHEN WE NEED HIM MOST."

6. PARA 5 WAS NOT CLEARED WITH HEAD OF USDEL.

RICHARDSON

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Message Attributes

Automatic Decaptioning: X
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Draft Date: 14 JUL 1975
Decaption Date: 01 JAN 1960
Decaption Note:
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Disposition Approved on Date:
Disposition Authority: CunninFX
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Disposition Comment: 25 YEAR REVIEW
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